



ADOPTED BY BOARD OF SUPERVISORS  
ON \_\_\_\_\_

# **Development Program Report for the Alamo Area of Benefit**

October, 2016

Prepared Pursuant to Section 913 of the County Ordinance Code

Prepared by and for:

Contra Costa County Public Works Department, Transportation Engineering Division and  
Department of Conservation and Development, Community Development Division



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Chapter

1

# Introduction and Purpose

The Alamo Area of Benefit (“Alamo AOB”) was created as a means to collect funds to maintain and improve roadway, bicycle, and pedestrian facilities needed to accommodate travel demand generated by new land development within the town of Alamo. This Development Program Report (“DPR”) contains information and data in support of maintaining the current fee imposed on development projects within the Alamo AOB. The DPR is required by Chapter 913-6 of the County Ordinance Code and is required by the Board of Supervisors’ Policy on Bridge Crossing and Major Thoroughfare Fees (adopted July 17, 1979), which implements Division 913 of the County Ordinance Code and section 66484 of the State Subdivision Map Act.

One of the objectives of the County General Plan is to connect new development directly to the provision of community facilities necessary to serve that development. In other words, development cannot be allowed to occur unless a mechanism is in place to provide the funding for the infrastructure necessary to serve that development. The Alamo AOB Fee is a means of raising revenue to construct road improvements to serve new developments. Requiring that all new development pay a road improvement fee will help ensure that they participate in the cost of improving the road system.

Each new development or expansion of an existing development will generate additional traffic. Where the existing road system is inadequate to meet future needs of new development, improvements are required to meet the new demand. The purpose of a development program is to determine improvements ultimately required by future development and to require developers to pay a fee to fund these improvements. Because the Alamo AOB Fee is based on the relative impact on the road system and the costs of the necessary improvements to mitigate this impact, the fee amount is roughly proportional to the development impact. This report discusses the basis of that fee amount.

Chapter

2

Background

On March 15, 1988, the Board of Supervisors (“Board”) passed a resolution forming the Countywide Area of Benefit (“Countywide AOB”) to improve the capacity and safety of the arterial road network in the County through the establishment of a traffic mitigation fee ordinance (Resolution 88/122 and Ordinance 88-27). This ordinance applied to unincorporated areas of the County and outlined boundaries of seven areas of benefit, including the Alamo AOB, within the original Countywide AOB. The Alamo AOB was last updated in 1998. In recent years, the area within the Alamo AOB has experienced changes in the area’s traffic circulation needs and development potential. Most of the residential development potential has been fulfilled, and many of the original AOB projects have been constructed. The Alamo AOB is about 98 percent built out, based on projections for a 25-year (2015-2040) planning horizon. Yet new development and expansion of existing development continues, which will generate new travel demand across all travel modes. These changes in AOB area and growth potential have prompted an update to the AOB program, resulting in an amended project list and fee schedule.

Over the past 29 years, AOB fees have helped pay for improvements to Stone Valley Road, Miranda Avenue, Livorna Road, and Danville Boulevard.

Chapter

**3**

**Location and Boundary**

The Alamo AOB boundary location is described in Exhibit A and generally shown in Exhibit B.

Chapter

**4**

**General Plan Relationship**

The Alamo AOB is consistent with the features of the County General Plan and its amendments, and subscribes to the policies of the General Plan elements. The General Plan policies include, but are not limited to, improving the County roadway network to meet existing and future traffic demands. The Alamo AOB Fee will assist in funding the necessary roadway improvements required for future growth as shown in the General Plan.

Chapter  
**5** **Project List**

The project list for the Alamo AOB is set forth in Table 1 below. This list contains three projects, mainly related to pedestrian and bicycle safety improvements. The improvements not related to pedestrian and bicyclist safety are focused on capacity improvements at intersections.

The improvements proposed on the Alamo AOB project list were identified in a cooperative effort by the Public Works Department and community stakeholders.

The proposed improvements will be reviewed periodically to assess the impacts of changing travel patterns, the rate of development, and the accuracy of the estimated project costs. The periodic review of the program will also allow staff to evaluate project priority and the need to increase fees should project costs increase or exceed the rate of inflation.

Table 1. Proposed Project List for Alamo AOB Program

Alamo AOB Recommended Projects
Danville Blvd/Orchard Ct Complete Streets Improvements
<p style="text-align: center;">Pedestrian Safety Improvements at Stone Valley Middle School, Alamo Elementary, and Rancho Romero School</p> <ol style="list-style-type: none"> <li>1. Hemme Avenue Sidewalk</li> <li>2. Miranda Avenue Natural Pathway</li> <li>3. Livorna Road Sidewalk Improvements</li> </ol>
Safety Improvements at intersection of Danville Blvd and Hemme Ave

Chapter

**6**

**Development Potential**

The “Nexus Study: Alamo Area of Benefit” (“Nexus Study”), dated October 2016, was prepared by DKS Associates in collaboration with Urban Economics for the Public Works Department and is attached as Exhibit D and incorporated herein by reference. The Nexus Study provides the technical basis for establishing the required nexus between the anticipated future development within the Alamo AOB boundary and the need for certain facilities.

The projected growth in households, employment, and vehicle-miles traveled within the Alamo AOB is discussed and shown in the Nexus Study.

A summary of the potential new residential dwelling units, office, industrial, and commercial/retail developments (net growth from 2010 to 2040) for the unincorporated portion of AOB is shown in Table 2.

Table 2. Development Potential Summary

Land Use Category	Units
Single-Family Residential	102 dwelling units
Multi-Family Residential	0 dwelling units
Office	30,000 sq ft
Industrial	0 sq ft
Commercial/Retail	0 sq ft

Chapter

7

## Estimated Cost of Road Improvements

The estimated costs of the road improvements planned for the Alamo AOB are shown in Exhibit C. The Alamo AOB will only finance the proportional share of the improvements necessitated by the impact on the road system from new development.

Detailed cost estimates for the projects included in the road improvement plan are provided in Appendix C of the Nexus Study.

The County will assess an administrative fee equal to 2% of the applicable fee. This additional fee will be used to cover staff time for fee collection, accounting, and technical support to the community groups and traffic advisory committees.

Chapter  
**8**                      **Method of Fee Apportionment**

The total estimated cost of the projects included in the Alamo AOB project list is \$6,437,000. The cost to accommodate new development within the Alamo AOB is \$2,872,000.

The expected growth in the Alamo AOB to the year 2040 is 102 dwelling units and 30,000 square feet of office space. To determine a fee rate per unit, first each development type is assigned a dwelling unit equivalent or “DUE” rate. DUEs compare the trip making characteristics of a land use in relation to a typical single-family residential unit, which is assigned a DUE of 1. Land uses with lower overall traffic impacts than a single family home are assigned values less than 1, and vice versa. The following Table shows the DUE rates for the various land use categories.

Table 3

<b>Dwelling Unit Equivalent (DUE) Rates</b>						
<b>Land Use Category</b>	<b>PM Peak Hour Trip Rate per</b>	<b>Unit</b>	<b>Trip Length (miles)<sup>2</sup></b>	<b>Percent New trips<sup>2</sup></b>	<b>VMT per Unit</b>	<b>DUE per Unit</b>
Singe Family	1.01	Dwelling Unit	5.0	100	5.050	1.00
Multi-Family	0.62		5.0	100	3.100	0.61
Retail	4.10	1,000 Square Feet	2.3	76	7.167	1.42
Office	1.40		4.5	92	5.796	1.15
Industrial	0.98		5.1	92	4.598	0.91

<sup>1</sup> ITE Trip Generation 7th Edition  
<sup>2</sup> ITE Journal, May 1992  
Source: DKS Associates, 2014

Table 4

<b>Growth in DUEs</b>				
<b>Land Use Category</b>	<b>Unit</b>	<b>Growth in Units<sup>1</sup></b>	<b>DUE per Unit</b>	<b>Growth in DUEs</b>
Singe Family	Dwelling Unit	102	1.00	102
Multi-Family		0	0.61	0
Retail	1,000 Square Feet	0	1.42	0
Office		30	1.15	35
Industrial		0	0.91	0
<b>Total</b>				<b>137</b>
<sup>1</sup> See Table 2: "Summary of Estimated Development 2010 to 2040 Growth" Source: DKS Associates, 2014				

The growth in DUEs for each land use and the total growth in DUEs is shown above in Table 4. Because the DUE rates are based on estimates of the average vehicle-miles of travel generated during the PM peak hours for each general land use type, the developments are charged fees in proportion to the amount of traffic impact they are projected to generate. In this way, the fees attributed to each new parcel will be proportional to the estimated benefits they receive through use of the new improvements.

The existing facility standard, or transportation infrastructure investment per dwelling unit, is identified in the nexus study as \$20,964 per DUE and is calculated by dividing the existing transportation system value (\$158,842,800 as calculated in the nexus study in Table 5) by the total number of existing DUEs. The resulting value of \$20,964 represents the existing level of investment per parcel in AOB.

<b>Table 5 Existing Transportation System Facility Standard</b>	
Existing Transportation System Value <sup>1</sup>	\$158,842,800
Existing DUEs <sup>2</sup>	7,577
Existing Facility Standard (\$ per DUE)	\$20,964
Source: Urban Economics, 2014.	

Based on the existing facility standard shown in Table 5 and the estimated growth in DUEs, the total obligation of new development within the Alamo AOB is \$2,872,000 as shown below in Table 6.

<b>Table 6 Obligation From New Development</b>	
Existing Facility Standard (\$ per DUE) <sup>1</sup>	\$20,964
Growth in DUEs (2010-2040) <sup>2</sup>	137
Total Costs To Accommodate Growth (2010-2040)	\$2,872,000
Source: Urban Economics, 2014.	

Chapter

9

**Fee Rates**

**Calculation of Fees**

The fee calculation is set forth in detail in the Nexus Study.

To determine a maximum fee rate for each land use category, the Cost per DUE is multiplied by the DUE per unit. In the residential categories, this results in a fee per dwelling unit. In the non-residential categories, the fee is listed per square foot. These calculations are summarized in Table 7 below.

Table 7. Fee Calculations

<b>Nexus-Based Fee Rates for Alamo AOB</b>			
Cost of Improvements Allocated to AOB			\$2,872,000
Growth in Dwelling Unit Equivalents			137
Cost per DUE			\$20,964
<b>Land Use</b>	<b>Units</b>	<b>DUE per Unit</b>	<b>Maximum Fee per Unit<sup>1</sup></b>
Single Family	Dwelling Unit	1.00	\$20,964
Multi-Family	Dwelling Unit	0.61	\$12,788
Retail	Square Foot	0.00142	\$29.77
Office	Square Foot	0.00115	\$24.11
Industrial	Square Foot	0.00091	\$19.08
Other	Dwelling Unit Equivalent	1.00	\$20,964
<sup>1</sup> Maximum Fee per Unit = (Cost per DUE) x (DUE per Unit)			
Source: DKS Associates, 2014			

To determine the DUE for a development considered "Other," the vehicle miles traveled (VMT) are first estimated using a combination of trip generation data, the default rate for trip length, and percent new trips.

## Recommended Fees

The potential maximum fee rates calculated in the Nexus Study and presented in Table 7 above are not the recommended fee rates for the Alamo AOB. These represent a 27% to 71% increase from the current fee schedule, depending on the land use category. It has been determined that maintaining the current fee rates would be best for the Alamo AOB to encourage continued economic growth by holding rates at approximately the current level as identified below in Table 8.

Table 8. Fee Schedule to Implement

<b>Land Use Category</b>	<b>Calculated Nexus Fee Rate</b>	<b>Proposed Fee Rate to Implement</b>
Single-Family	\$20,964 / du	\$12,102 / du
Multi-Family	\$12,788 / du	\$10,080 / du
Commercial	\$29.77 / sf	\$11.18 / sf
Office	\$24.11 / sf	\$11.18 / sf
Industrial	\$19.08 / sf	\$11.18 / sf
Other	\$20,964 / due	\$12,102 / due

Note: du = dwelling unit; sf = square foot; due = dwelling unit equivalent

## **Other Funding Sources**

The improvements planned for the Alamo AOB will be only partially funded by Alamo AOB fee revenues. Other sources of funding, such as State or Federal aid, or local sources such as sales tax, gas tax, etc., will be pursued.

These other funding sources include, but are not limited to, Regional Measure J Funds, State Transportation Improvement Program (STIP) Funds, and Federal Program Funds.

The rate at which revenue is generated by the Alamo AOB Fee depends on the rate of new development. This rate of revenue generation affects the timing of construction of the improvement projects because it is dependent upon the total amount of fees collected, less expenditures. Alternate sources of funding would permit construction of AOB projects sooner.

## **Review of Fees**

Project cost estimates will be reviewed periodically while the Alamo AOB is in effect. On January 1 of each year thereafter, the amount of the fees will be increased or decreased based on the percentage change in the Engineering News Record Construction Cost Index for the San Francisco Bay Area for the 12-month period ending with the October index of the previous calendar year, without further action of the Board of Supervisors.

## **Collection of Fees**

Fees will be collected when a building permit is issued, in accordance with Section 913-4.204 of Title 9 (Subdivisions) of the Contra Costa County Ordinance Code. Fees collected will be deposited into an interest bearing trust fund established pursuant to Section 913-8.002 of the Contra Costa County Ordinance Code.

## **Interest on Fees**

The interest accrued on the fees collected shall continue to accumulate in the trust account and shall be expended for construction of the improvements, or to reimburse the County for the cost of constructing the improvements, pursuant to Section 913-8.006 of the County Ordinance Code.

## **Dedication in Lieu of Fee**

A development may be required to construct, or dedicate right-of-way for a portion of the improvements as a condition of approval. In such an event, the developer may be eligible to receive credit for the fee or reimbursement. The eligible credit and/or reimbursement shall be determined in accordance with the County's "Traffic Fee Credit and Reimbursement Policy."

Exhibit

**A**

## **Area of Benefit Boundary Legal Description**

A portion of south central Contra Costa County, California, bounded on the northwest by “South Walnut Creek Area of Benefit” adopted December 6, 1994 by Contra Costa County Board of Supervisors’ (hereinafter referred to as Board) Resolution 94/604, bounded on the north and southwest by “Central County Area of Benefit” adopted June 13, 1995 by Board Resolution 95/273, and bounded on the east and south by “South County Area of Benefit” adopted August 6, 1996 by Board Resolution 96/344.

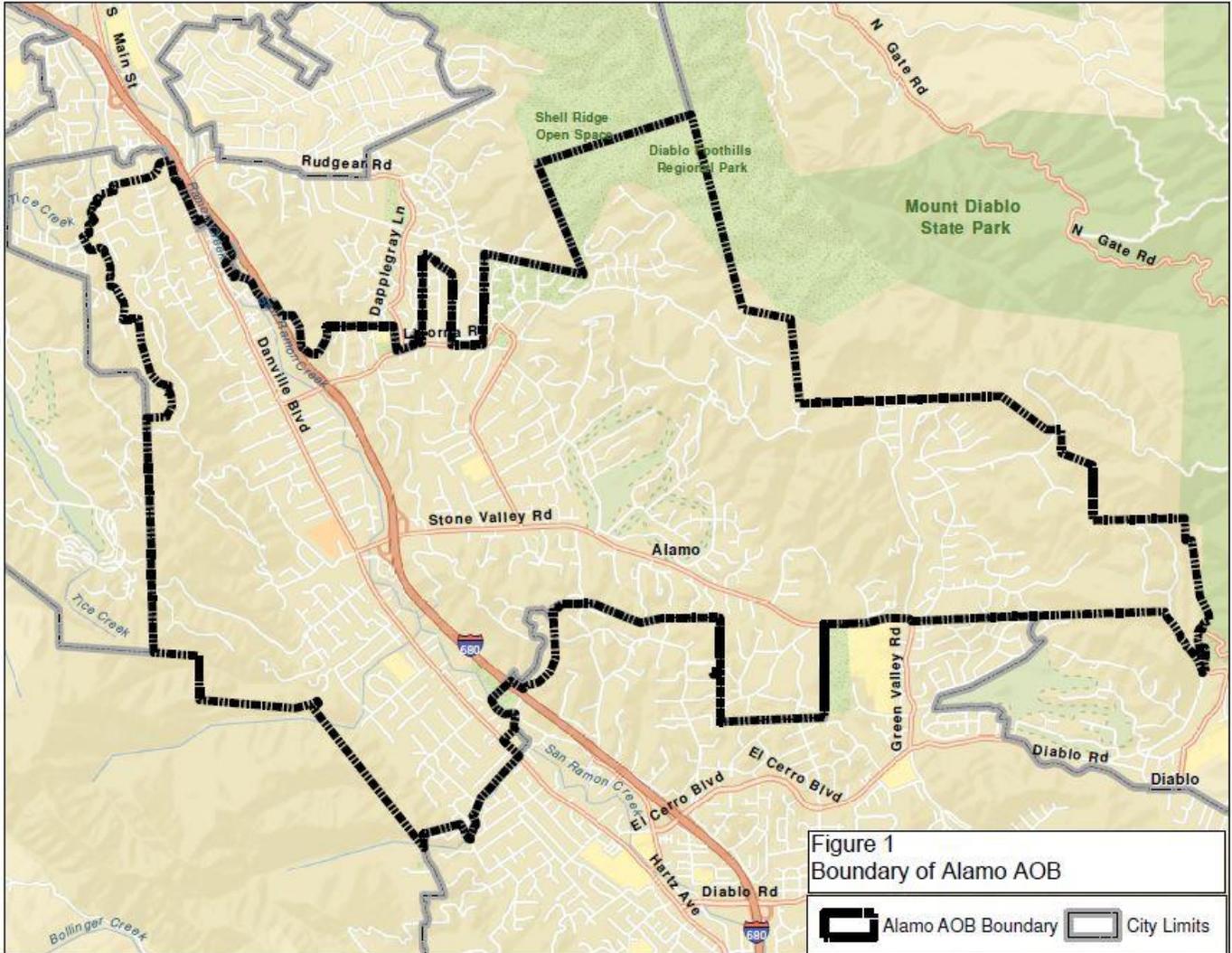
Beginning on the boundary of “Central County Area of Benefit” at the most eastern corner of “South Walnut Creek Area of Benefit”, being the intersection of the centerline of Crest Avenue with the extended west right of way line of South Main Street; thence from the Point of Beginning along the boundary of “Central County Area of Benefit” in a general easterly direction 48,280 feet, more or less, to the northeast line of PARCEL “D” of Subdivision 5536 filed March 17, 1981 in Book 250 of Maps at page 8, being an angle point on the boundary of “South County Area of Benefit”; thence leaving the boundary of “Central County Area of Benefit” and following the boundary of “South County Area of Benefit” in a general southeasterly direction and then in a general westerly direction, a total of 49,450 feet, more or less, to the boundary of “Central County Area of Benefit” on the east line of Section 24, Township 1 South, Range 2 West, Mount Diablo Meridian; thence leaving the boundary of “South County Area of Benefit” and following the boundary of “Central County Area of Benefit” in a general northwesterly direction 23,270 feet, more or less, to the northeast corner of Lot “B” shown on the Record of Survey filed March 13, 1984 in book 74 of Licensed Surveyors’ Maps at page 12, also being the most southeastern corner of “South Walnut Creek Area of Benefit”; thence leaving the boundary of “Central County Area of Benefit” and following the boundary of “South Walnut Creek Area of Benefit” in a general northerly direction and then in a general easterly direction, a total of 6,275 feet, more or less, to the most eastern corner thereof, the Point of Beginning.



Exhibit

B

Area of Benefit Boundary Plat Map



Exhibit

**C**

**Road Improvement Plan –  
Project List with Associated Costs**

<b>Allocation of Project Costs to Alamo AOB Program</b>	
<b>Recommended Project</b>	<b>Estimated Total Cost</b>
Danville Blvd/Orchard Ct Complete Streets Improvements	\$3,614,000
Pedestrian Safety Improvements at Stone Valley Middle School, Alamo Elementary, and Rancho Romero School	
1. Hemme Avenue Sidewalk	\$566,000
2. Miranda Avenue Natural Pathway	\$922,000
3. Livorna Road Sidewalk Improvements	\$831,000
Safety Improvements at intersection of Danville Blvd and Hemme Ave	\$504,000
<b>Total</b>	<b>\$6,437,000</b>
<b>Source: DKS Associates, 2014</b>	



Exhibit

**D**

**Nexus Study  
Alamo Area of Benefit**

**Exhibit D  
Attached as separate document**